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ABSTRACT

The educational system of the Federated States of Micronesia (FSM) is reviewed with a focus on efficiency, accessibility, and effectiveness. Methodology is based on individual and group interviews and informal discussions with approximately 1,500 respondents from all sectors of the educational community, and on observation of over 75 elementary and secondary school facilities. and 5 postsecondary campuses. Five key issues for reform are examined: infrastructure; personnel; curriculum; governance/policy; and finance. Recommendations are made for improvement at the national and state levels. An assessment based on interviews and observation of the nation's postsecondary system is also presented. Lists of contributors and participants and sample questionnaire are included. (LMI)

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ACHIEVING EDUCATIONAL EXCELLENCE: THE CHALLENGE OF THE 90s IN THE FEDERATED STATES OF MICRONESIA

Overview of National Findings And Recommendations

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Gary M. Grossman

Developed for

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Notes

CONTENTS

FOREWORD	vii
PREFACE	ix
INTRODUCTION	1
ASSUMPTIONS AND PRINCIPALS OF STUDY	2
HISTORICAL, SOCIAL AND DEMOGRAPHIC ISSUES	4
METHODOLOGY	5
RESULTS IN SUMMARY	6
RECOMMENDATIONS: NATIONAL	15
RECOMMENDATIONS: STATE	25
POSTSECONDARY STUDY	39
ACKNOWLEDGEMENTS	43
PROJECT STAFF AND CONSULTANTS	49
CONTRIBUTORS	50
FSM CITIZENS AND AGENCIES PARTICIPATING IN THE STUDY	53

Notes

FOREWORD

The Center on Education and Training for Employment, The Ohio State University, was asked to review and study the complete educational system within the Federated States of Micronesia (FSM). During the study the issues of the efficiency, accessibility, and effectiveness of the existing educational system were carefully analyzed, resulting in a variety of recommendations and suggested methods for achievement, which are contained in this report.

During the course of this study, a project staff of nine persons visited over 75 elementary and secondary schools and (5 postsecondary campuses) and interviewed over 1,500 persons in the four states and on many of the islands. Leaders in both national and state education, as well as legislators, members of the Board of Regents, college presidents, and government officials, were interviewed, as were hundreds of teachers, principals, and students in the elementary and secondary schools. Also important to the study were discussions with employees, postsecondary education federal program operators, and community agencies. Project staff also went beyond FSM officials and citizens in their search for relevant information. Extensive literature reviews were conducted and meetings held with officials in embassies, the U.S. Departments of Education and the Interior, the United States Office of the Peace Corps, and the various units of the University of Hawaii and the East-West Center.

This executive summary represents the best judgments and creative thinking about the problems facing elementary, secondary, and postsecondary education in the Federated States of Micronesia and likely solutions to those problems. It is based upon the realistic insights of those interviewed and a critical review of relevant research and national data brought together by project staff. This review of the problems and potential of the FSM elementary and secondary educational system and a brief summary of the postsecondary system reflects some of the same broad concerns offered in the companion special report on postsecondary education, as well as other, earlier reports prepared for the nation.

A frank assessment of strengths and weaknesses is made, and recommendations are presented about the role and functions of elementary and secondary education--recommendations that we believe are in the best interests of the nation as a whole and especially in the interests of its future students, both youths and adults.

The Center's staff and consultants sincerely appreciate the opportunity to participate in this study. Specifically commendation is given to the sixteen study team members, the twelve technical advisors, and the numerous FSM educational and governmental advisors who provided access to individuals and data needed. These individuals are identified in the acknowledgement section.

Additionally, appreciation is extended to the hundreds of FSM individuals who gave of their time, provided objective insight into current problems and strengths, and gave their recommendations for improvement as well. These contributors are also identified in the acknowledgement section.

We believe that the content of this executive summary accurately and objectively conveys the nature of the potential, the problems, and the solutions that were communicated to us.

Harry N. Drier
Project Director

PREFACE

The Federated States of Micronesia (FSM) faces many of the same challenges that other nations in the developing world have to address. Indeed, dramatic shifts in the international balance of economic and political power are forcing the FSM to adapt and deal with the inevitability of change. In this regard, Micronesia is in the same condition as the rest of the family of nations in preparation for the 21st century.

Yet, there is a distinctive mission as well. The FSM has consciously chosen the course of independence and control over its own destiny. It is attempting to develop its own institutions and approaches after many years of external control and social and economic dependency. Thus, the challenges are increased, but so are the opportunities.

This report is symbolic of the intentions of the people of the FSM to express their desire for independence and commitment to change. It was repeatedly stressed to the members of the study team undertaking this project that the desire for change was sincere, that the commitment to developing a new approach for education was real, and that the national and state governments were prepared to do what was necessary to produce the necessary results. We were to express both our findings and our recommendations honestly, to acknowledge but not be bound by the past, and to give our best estimate of what was needed to provide the FSM and its constituent states with a straight-forward approach to reform their educational systems.

We have endeavored to do so. In this report we have not attempted to solve every perceived problem. It would not have been realistic to do so. We have, however, developed an approach which, if implemented, has the potential of assisting the people of the FSM in coming to terms with the legacy of their past in charting their course for the future. Consequently, the number of recommendations is relatively small. We regard each one, however, to be of critical importance. Likewise, our assignment was to confine our attention to those things that can be implemented in the next five years. All the recommendations we have made can be accomplished within this time frame. This does not mean they will be accomplished easily, with the full endorsement of all parties who will be affected by them, or, in all cases, inexpensively. Nor will they be implemented without debate; we would not be performing our assigned task if could be. To spark a debate on these points is clearly part of the purpose in the study. If our attempt to resolve a problem is believed to be unsatisfactory, it is the responsibility of those saying so to developing an approach that will work better. When this is accomplished, the study will have achieved its goals.

This was, in many ways, a most challenging project. While many aspects of this study were similar to other studies undertaken by the Center on Education and Training for Employment, project staff were required to step beyond the parameters of their usual approaches to education. While the education system of the FSM shares certain features with other, more developed nations, particularly the United States, there is much that is quite unique. As such, our effort had to be customized specifically to the needs of the project and compatible with the orientation to education held by the people of Micronesia. Therefore, as the situation is unique, so were our procedures and the final product. In the course of the study, we conducted one of the largest, if not the largest, educational surveys ever carried out in the Pacific. This was necessary because of the scope of the effort and the need to include a variety of persons in the debate over the future of education in the FSM. As a consequence, we believe that we reflect the positions of a large segment of the educational community rather well. On the other hand, few reliable inferences can be made about other nations from our findings. We do not advance this report as representing the Pacific nations in general. We do, however, believe very strongly in the appropriateness of the directions we have suggested for the FSM.

Along these lines, some discussion of the underlying assumptions of this study is in order. The reader may find our approach distinctively western. That is, the structure we propose is one in which the purposes of the educational system include: the development of a capacity for a high degree of democratic citizen participation in decision-making; the creation of a climate in which employment and career progress are valued and sought; a harmonious coexistence between the nation's economic development efforts and its educational realities; the distribution of opportunities and individual life chances according to egalitarian principles; and the growth of the realization that the needs of the nation as a whole become a valid consideration, augmenting but not replacing the island or village perspective, among other things. Clearly, we feel most comfortable with these values underscoring our effort. However, we advance these purposes in consideration not so much of our own values as of the simple fact that nearly 45 years of American control and western institutional development have made such a point of view a realistic one for the FSM. Again, this is not necessarily the case for other Pacific nations. However, it represents a logical extension of where the people of Micronesia have been and where they can go in a reasonable period of time.

In sum, the purpose of this study has been to assist the FSM in its effort to reform its educational system. We have directed our effort to interface with the nation's planning and legislative processes. We trust that the procedure by which we have arrived at our conclusions has fairly reflected the views of the people of the FSM and hope that the suggestions we have made on that basis are found to be useful.

Gary M. Grossman
Research Specialist

INTRODUCTION

Newly established independence is exhilarating for any people. The opportunity to freely determine one's own destiny after generations of not being able to do so is rare in the history of nations; it is a heady experience for both the individual and the state. The Federated States of Micronesia (FSM) is now at that exciting point in its history. After nearly half a millennium of rule by external powers, the FSM is part of an expression of political sovereignty sweeping the globe. As such, Micronesians have the chance to redefine themselves according to their own values, priorities, and standards. It is clearly a new day in all respects.

Yet along with the freedom inherent in self-determination comes challenge. In this respect, the problems and challenges confronting the FSM are at least as imposing as are the opportunities. The political situation is fractious, with instability apparent at both the state and national levels. The economic future, on which the prospective governability of the country rests, is uncertain, with the linkage between the nation's plans for economic development and its capacities to realize these aspirations in a short time a fragile one at best. Finally, the educational system, a dimension central to both national governance and the FSM's economic future, is in much need of improvement. Indeed, perhaps the greatest challenge to the stability and ultimate success of the FSM's national experiment arises from the need to educate and train the youth of today and retrain some adults for the goals of the nation tomorrow.

It is not enough that educational opportunities are extended to uniquely gifted individuals in a way that would be conducive to their personal success. Indeed, opportunities have always existed for Micronesian youths to find success through participation in the educational and social systems of the nation that held political, social, and cultural hegemony over what are now the states of the FSM, whether that nation was Spain, Germany, Japan, or, more recently, the United States. As a general rule, those who were able to leave the islands to study did so, usually taking up residence either physically, culturally, or both, in the colonizing society. This has created, over the course of many years, a chronic brain drain and skilled manpower shortage, depriving the FSM and its member states of the human capital they have needed in order to progress. This drain cannot continue if the nation's hopes for its future are to come even remotely within reach of realization.

Indeed, the issue of human capital is so fundamental that this study of the elementary and secondary system of the FSM directs itself to a single, broad question: how can the nation reinvigorate, reshape, and reconstruct its existing educational resources so that its citizens have the opportunity to obtain the highest level of academic and vocational skills possible and invest those skills in the future of the FSM? To achieve this outcome fully will take many years, will require stable and proactive leadership on the part of the national government and the full support of FSM states, and will involve very complex strategies of development in both the short and long terms; however, it is crucial that a beginning be made. It is appropriate, therefore, that the government of the FSM has commissioned this study to develop the basis for a five-year plan and beyond. It is with this understanding of the role of education in the fabric of society and its specific contribution to the hopes and aspirations of the Micronesian people that the study team began its inquiry.

ASSUMPTIONS AND PRINCIPLES OF STUDY

The study team carefully prepared itself in order to establish fair and realistic assumptions about the FSM nation, its people, and educational needs and current system. Resulting from extensive staff orientation and self-study, five fundamental principles became the framework for fact finding and the development of all national and state recommendations:

- All recommendations **must lead to unifying, through education,** the sense of nationhood and national citizenship.
- All recommendations **must** directly or indirectly foster the values and attitudes of work responsibility, the expectation of improved satisfaction, and the opportunity for improved satisfaction.
- All recommendations **must** strengthen, improve, and expand the access, delivery, and quality of education at all levels.
- All recommendations **must** foster the value of self-sufficiency for individuals, for the states, and for the nation.
- All recommendations **must** assure the preservation and enrichment of the state and local cultures, traditions and heritage of the FSM, primarily through education.

Additionally, no criticism is expressed of the people or educators of the FSM, for all staff were extremely impressed with the Micronesian people and their commitment to learning, family, and self-sufficiency, which resulted in deep affection. Nonetheless, the recommendations and surrounding decisions do separate the causes for current problems from foreign government influence and the current local, state and national leadership. As we thought would be expected, we took strong positions when a problem clearly existed, needed to be corrected, and was correctable.

It is expected that the national recommendations and the numerous state recommendations will receive varying degrees of support or rejection. What is more important is that the principles behind the recommendations are sound, dependable, necessary, and appropriate to national and state educational improvement. These choices are for the people of the FSM and this study has no pretense in that direction. It matters not whether the recommendations are accepted fully, partially, or not at all. What is important is that the FSM and its member states acknowledge that improvements are needed, identify the problems, and identify and commit to solutions.

Finally, the issues in education are most basic and fundamental. Teachers need to be skilled in teaching methods and in their specialties, the learning environments need to enhance student motivation and achievement, and instructional and learning materials are needed to stretch the capabilities and imagination of the student. To this end the study focused mainly on the following questions:

- o What purpose would this educational resource serve?
- o Who should this resource serve?
- o What are the relative costs and benefits of this resource?
- o How would this resource aid in achieving the goals of the nation?

These questions directed the study to examine five key issues that are fundamental to full scale reform:

- o Infrastructure--Are the schools, the facilities, and their locations adequate? If not, why not?
- o Personnel--Are the teachers and principals qualified? Is there sufficient staff, and what is the relationship between faculty and administration?

- o Curriculum--What is being taught? How and with what effects? To what degree are the nation's history, tradition, and culture being taught?

- o Governance/Policy--What is the structure and condition of national, state, and local school relationships? What is the relationship between public and private school sectors?

- o Finance--How is education funded? How are the funds being utilized?

The following recommendations are directed to these five issues and provide realistic solutions and methods of achieving improved efficiency and effectiveness are offered at the national and state levels.

HISTORICAL, SOCIAL AND DEMOGRAPHIC ISSUES

The newly constituted Federated States of Micronesia comes out of a history of European, Asian, and American domination. It now has a Compact of Free Association with the United States. As a result, the difficult task of unifying many ethnic groups and cultures into a sense of nationhood is and will continue to be a challenge for the government. One such struggle is to examine the appropriateness and effects of the current United States system of education in this unique nation of islands, geographic separation, caste systems, and several local languages.

The national constitution calls for a democratic society in which all have the right to a high-quality education, choice of occupation, freedom of expression, self-sufficiency, and the preservation of tradition, culture, and values. While some progress is being made to achieve these goals, problems still exist. The nation's schools--their condition, their location, and their numbers--do not permit full student access especially at the 14-18 age level. Many teachers and administrators are not well trained in their fields. At the postsecondary level, there is still a strong dependency on off-island and especially U.S. mainland institutions that are expensive and insufficient to the FSM needs. The FSM's own community college system is underutilized and not structured to meet current and planned business and industry needs.

A major demographic barrier is that the nation's 100,000 plus people are distributed over 65 inhabited islands with the infrastructure (e.g., electricity, communication), deemed necessary for a quality learning environment still incomplete. Coupled with this, teachers face at least fourteen different local languages while established national policy is to stress English as a second language.

The nation spends almost 35 percent of its gross national product on education, one of the highest such percentages in the world, and is facing a birth rate that might outpace its economic growth, which could deepen this fiscal problem. The nation's population is growing at an annual rate of 3.5 percent, fueled by a declining death rate. This means that almost 40 percent of the population will be of school age and will grow dramatically for many years. It is estimated that by the year 2000, the student-aged population will grow by 25 percent, causing the need for facilities and staff for another 10,000 youths and postsecondary-aged adults.

Finally, the issue of interface between ethnicity and geography is important to any educational planning. With the exception of Kosrae, the states have a mixture of ethnic groups, with multiple local communities separated by great distances. Each grouping and/or community desires its own school and the preservation of its traditions and culture. On the one hand, their desires are understandable; on the other hand, the government can ill afford the continued expense of the current number and configuration of schools.

METHODOLOGY

Study Approach

A total of forty-seven staff and highly specialized consultants were selected and together spent in excess of 9,000 hours planning and conducting this unprecedented national educational study. No less than fifteen persons were involved in the development of three distinct survey instruments focused on collecting the personal perceptions of FSM citizens' attitudes and educational values. This study is unique in that it interviewed, either individually or in focus groups, approximately 1,000, persons. Including informal discussions, input into the study came from approximately 1,600 persons, or about 1.6 percent of the nation's population. Secondly, all sectors of the educational community were interviewed, including national, state, and local leaders, school administrators and staff, parents, employers, and students at all levels. This resulted in useful data, nationally, by state, and by each interviewed category across eighteen educational and sixteen demographic questions. In addition, the study team conducted numerous scheduled and unscheduled dialogues, visiting over 70 school facilities across the four states and fifteen outer islands. This data was enhanced by numerous staff orientations to the FSM and days spent reading the literature on its history and educational system. Finally, the study did not stop with the four states of the FSM, for staff also traveled to Palau, the Marshal Islands, Guam, and Hawaii and to facilities of several U.S. mainland postsecondary institutions.

All the in-country study data were collected by nine inresident, highly trained data collectors and three part-time Ohio State staff specialists. The majority of the data were collected in September and October 1989.

While a statistically representative sample was not appropriate for this study, the list of schools in the FSM was used as the sampling frame. Utilizing an extensive purposive sample of a large number of schools permitted the collection of a rather comprehensive, database virtually assuring coverage of all relevant population subgroups.

The coding interpretation of study data made computerized analysis very efficient and will permit future researchers to evaluate other questions subsequent to this study. The study team has a high level of confidence that the available statistical data and its narrative interpretation closely match the collective impressions and advice of the 1,600 interviewees.

RESULTS IN SUMMARY

The findings are presented in relationship to the previously cited fundamental questions but are more specifically related to the issues of education's purpose, expectations, access, strengths, problems, finances, relationship to the economy, structure, governance, parental involvement, and overall effectiveness. For simplicity's sake, the results of the study are summarized around the broad topics of (1) the meaning of education, (2) employment and education, and (3) governance, structure, policy, and leadership. For more detailed analyses of these issues, please see the companion report "Managing Change for Educational Improvement."

The Meaning of Education

There appears to be a duality of expectations for education. One the one hand, 62.5 percent of respondents believed that education has an expressive purpose, that of creating good citizens and happy, satisfied people as an end in itself. Others (37.5 percent) viewed education as having an instrumental purpose, i.e., training people for jobs, teaching English, and maintaining culture. The degree of disparity between these two perspectives was striking. However, the fact that 97 percent of respondents regarded education at all levels as being important is striking, irrespective of its purpose. Obviously, education is viewed as having a high degree of value and is clearly a very important cultural issue.

The following is a brief summary profile of responses to the variety of study questions. Where there are more than three options, the top three are listed.

Question 1: What does it mean to be an educated person in your state?

Someone who:	1.	Contributes to family, society, and government?	42.5%
	2.	Can obtain money, a good job, and prestige?	25.6%
	3.	Can enhance individual happiness and satisfaction?	20.2%

Should women be educated in the same way as men?

	Yes.	94.5%

Why or why not?

1.	They face equal future challenges.	35.9%
2.	They need equal training for leadership.	23.7%
3.	They have need of equal job opportunities.	22.7%

Question 2: What are current problems with your schools?

1.	Facilities, equipment, and supplies.	33.3%
2.	Funds.	20.7%
3.	Poor faculty and staff.	18.1%

Question 3: What are some good things about your schools?

1.	Good teachers.	24.4%
2.	Enables the learning of basic skills.	23.4%
3.	It is free and accessible.	18.0%

Question 4: Is it important for people to go to school?

	Yes.	99.9%

Why is it important?

1.	Make a living and to succeed.	37.7%
2.	Be productive and good citizens.	31.3%
3.	Bring about progress and change.	26.1%

Question 5: Why don't more children go to elementary school?

1.	They go.	44.2%
2.	Parental influence.	41.2%
3.	Distance from school.	11.3%

Is it important to finish elementary school?

	Yes.	99.5%

Why is it important to finish elementary school?

1.	Learn basic survival/educational skills	44.3%
2.	Enable high school attendance.	26.9%
3.	Learn to make a living.	18.5%

Why don't more children finish elementary school?

1.	Lack parental interest/support.	46.7%
2.	Students lack interest/preparation.	21.3%
3.	They do finish.	18.7%

Question 6: Why don't more children go to high school?

1.	Fail entrance exams.	36.7%
2.	Lack of school facilities.	28.7%
3.	Parental/family needs.	13.7%

Is it important to finish high school?

	Yes.	96.7%

Why is it important?

1. Get good jobs.	43.0%
2. Able to go to college.	35.0%
3. Better for country.	21.7%

Why don't more youth finish high school?

1. Lack interest/preparation/discipline.	31.5%
2. Parents needs/neglect.	18.9%
3. Get into trouble/frustration.	15.0%

Question 7: What are the best jobs?

1. Government jobs.	34.4%
2. Health/education services.	31.4%
3. Banking/business/private sector.	17.9%

How much schooling does it take to do these jobs?

1. College graduate.	34.6%
2. Some college.	32.5%
3. High school graduate.	16.0%

Do you have enough educated people to do these jobs?

No.	76.9%

Question 8: What other kinds of jobs exist here?

1. Agriculture/fishing.	24.1%
2. Banking/business/private sector.	22.1%
3. Mechanics/construction.	18.0%

How much schooling do these jobs require?

1. High school graduate.	25.8%
2. Some college.	14.2%
3. College graduate.	13.5%

Do you have enough educated people to do these jobs?

No.	63.0%

Question 9: If students could get better jobs, would they be encouraged to take them?

Yes.	72.2%

Why should they be encouraged?

1.	More/better jobs and income opportunities.	39.0%
2.	Can better provide for family.	21.3%
3.	Don't, they are needed here.	15.5%

If people leave FSM to get better jobs, are there personal and national problems?

Yes.	80.6%

What problems are caused?

1.	Create brain drain.	35.9%
2.	Difficult to adapt elsewhere.	24.0%
3.	Create cultural conflicts.	22.1%

Question 10: What language or languages should teachers speak in the classroom?

1.	Both English and local language.	76.5%
2.	English primarily.	9.0%
3.	English only.	8.3%

What should be the main language spoken by students in the classroom?

1.	English only.	54.8%
2.	Both English and local language.	22.8%
3.	Local language.	22.4%

What grade should English be taught in?

1.	Grades 1-3.	81.7%
2.	Grades 4-6	14.5%

Question 11: Should the national government or the states determine educational policy?

1.	National and states jointly.	57.8%
2.	States.	24.1%
3.	National.	18.1%

Why do you feel this way?

1.	States know needs/problems best.	58.0%
2.	Depends on issues.	24.0%
3.	Nation knows needs/problems best.	17.9%

Question 12: Who does a better job nationally, the public or private schools?

1.	Private.	77.8%

Why do you feel this way?

1.	Better quality and curriculum.	33.0%
2.	Better teachers.	20.4%
3.	Selectivity of student body.	11.6%

Question 13: If you had $1 million to spend on education to better the lives of its citizens, on what things would you spend it?

1.	Education.	50.9%
2.	Health services.	19.7%
3.	Economic development.	24.2%

What percentage of the $1 million would you spend on education?

1.	40-50 percent.	32.2%
2.	80-100 percent.	25.1%
3.	20-39 percent.	21.0%

Question 14: How does the government know if the schools are doing a good job?

1.	They don't know.	36.8%
2.	Use of test results.	29.5%
3.	Administrative reports.	20.0%

Question 15: Currently, the United States provides money for your schools. Do you think this is a good idea?

	Yes.	85.4%

Why do you think so?

1.	We lack sufficient funds.	55.6%
2.	U.S. has created current dependency.	31.1%
3.	It would create better schools.	13.3%

What would citizens do about the schools if the U.S. funding were reduced or dropped?

1.	Would close schools.	32.9%
2.	Would have less effective schools.	27.4%
3.	Would find funds locally.	27.4%

Question 16: How much control should you have in running your schools? [Principal's response]

1.	Complete control.	56.4%
2.	Shared control.	26.2%
3.	Is currently complete.	6.6%

Question 17: What is needed to run a first class school?

		Administrators	Teachers
1.	Better instructional materials/supplies.	33.9%	32.6%
2.	Improved facilities.	33.9%	17.1%
3.	More equipment.	-0-	20.5%
4.	More staff/teachers.	16.5%	-0-

Question 18: What things in the current curriculum are most important for your students?

1.	Language.	32.5%	33.1%
2.	Math/science.	24.5%	27.9%
3.	Social studies (administrators).	15.5%	13.1%
4.	Everything--teachers.	-0-	15.0%

Question 19: What are you not now teaching that should be included?

1.	Electives.	33%	32.3%
2.	Vocational education.	26.6%	31.0%
3.	Tradition/customs.	19.1%	21.1%

Question 20: How much interest do parents seem to have in their schools? [Administrators response]

1.	Little or no interest.	31%
2.	Very much interest.	28%
3.	Some interest.	25.3%

Would you like them to be more interested?

Yes.	98.8%

Why or why not?

1.	Makes school job easier.	51.6%
2.	Helps parents appreciate education.	32.3%
3.	Helps with discipline.	9.7%

Notes

RECOMMENDATIONS - NATIONAL

The Ohio State University study team examined FSM's educational system with a genuine desire to assist the people of Micronesia and with a strong sense of serious intent. The following recommendations are proposed in this context and are presented in as straightforward a manner as possible. Additionally, these recommendations have been proposed with a deep respect and an appreciation for how difficult it will be to bring about changes appropriate to the seriousness of the FSM's educational problems and potential. The study team is familiar enough with the political landscape of the FSM to tell the leadership something pleasing to hear. This, however, would not be consistent with instructions from the government. Educational systems are inherently associated with political systems. Educational change implies political change. So, however, does educational stagnation. The desire for the resolution of this condition is what caused the leadership of the FSM to commission this study.

Ultimately what is involved here is the future of the FSM and its people. While education cannot be the sole institutional path to progress in the society, it is unique in that every citizen in nations that have free public education comes into contact with it. It is, therefore, a primary vehicle for a society to accomplish its purposes. If it is the intention of the FSM to allow its people to develop themselves, thereby developing the nation as well, financial and social investments in education are among the most appropriate it could make.

Yet educational policies and priorities are not made in a void. One cannot begin from point zero and design an ideal educational system; there is, for better or worse, already one in place. And somehow, the forces of reform must come into existence from the less satisfactory system. Hence, it was essential to pay close attention to what is in order to determine what could be. In sum, this was the process by which the recommendations have been developed.

These recommendations are by no means revolutionary. They do not propose to change the entire system completely in one year or even five years. Rather, the focus has been to provide meaningful input to advance the educational system in a positive direction incrementally. In time, the entire system will be changed, and it has been the priority of this study to assist in the development of a school system that is no longer an imported version from another country or combination of countries. Instead, it is the intention of the

study team that education not only become self-reliant in the FSM but also build self-reliance in its citizens at the same time. Thus, this report does not propose to do everything. Rather, it can provide a place for the FSM to begin and methods for systematic progress.

With this understanding, the study recommendations are offered in summary. Each recommendation will be stated as briefly as possible, with a short discussion. Detailed suggestions for implementation, if in fact these are not self-evident, are contained in the two national reports on elementary, secondary, and postsecondary education. Each recommendation will be presented in the category most appropriate to its intent. Of course, there will be considerable overlap between categories in a number of these suggestions. As it is neither avoidable nor desirable, no attempt will be made to repeat a recommendation simply to indicate its relationship to another area of concern.

Governance and Structure

Recommendation 1: WE RECOMMEND that the roles and responsibilities of both national and state governments be better defined than they presently are and that redefinition be conducted in such a way that a genuine partnership is formed.

The national government has both the need and the capability to better serve the nation as a coordinating body through which to implement educational reform. Indeed, the constitutional mandate for concurrent powers, shared by the state and national governments, needs to be expressed in terms of concurrent responsibilities and mutually supportive actions. It is clear that a better articulation of authority is needed.

It is proposed that the education authority in the FSM not only maintain the roles and responsibilities it currently has but also become responsible for the development, implementation, and leadership in national standards for various areas, among them teacher training and certification, building maintenance, student achievement, and parental training and involvement.

We suggest that states retain full autonomy in the delivery of educational services and in organizing local resources to meet national standards and control over the curricula through which this is accomplished. However, the national government should be assigned the responsibility and the means to seek compliance in those areas defined as national priorities for student achievement, such as language arts, mathematics and science, vocational education, and citizenship.

Recommendation 2: WE RECOMMEND a reorganization of education responsibility in the national government by recreating the Office of Education as a new, national Department of Education.

The priority the national government has given to education and the portion of the national and state budgets education consumes fully justify the increased visibility and policy access such a status would provide. Further, the office of the Assistant Secretary should be elevated to full cabinet status, with this official reporting directly to the President. The current structure, based as it is on the model of the former U.S. Department of Health, Education, and Welfare, is no longer appropriate. The challenges the nation faces in both social services and education, while perhaps equally serious, are distinct and require separate approaches. Implementation of this recommendation will streamline operations in the department needed for suggested reform.

Recommendation 3: WE RECOMMEND that state education department structures be reorganized in a fashion compatible with that proposed for the new national Department of Education at a scale of staffing appropriate to the states' size, resources, and needs.

It is suggested that state departments of education address staffing requirements in much the same way as suggested for the national department, reorganizing patterns of positions, retitling job classifications, and handling application procedures in the same manner.

It is further proposed that each state division head contribute time to national task forces, with its national counterparts, to jointly plan and implement future activities. Finally, Finally, it is suggested that state boards of education be established to function in a manner parallel to the proposed national board.

Policy

Recommendation 4: WE RECOMMEND that legislation be introduced immediately into the national Congress to prohibit any future national government hiring or employee retention based on nepotism or clan membership.

This pertains to government hires at the national and state levels in which any direct supervisory relationship involves persons of the same family or kinship structure.

Inappropriate personnel choices are unfortunate and highly costly, not simply in terms of cost efficiency but also with respect to agency credibility and, ultimately, the proper functioning of the agency with respect to the needs of the people. As a general rule, the appearance of nepotism and favoritism should be avoided even if that is not the intent of a particular hiring decision.

Recommendation 5: WE RECOMMEND that it be a policy of the national government that instruction be bilingual (local language/ English) from the child's initial entry into the school system and that standards be established for student performance in each.

It is suggested that the national government establish and enforce criteria for student achievement in English proficiency and that the state establish and enforce these criteria in the local language. We further suggest that appropriate outside experts be retained to assist the national government in creating these standards and constructing appropriate instruments for testing student achievement levels. Quality bilingual education is a positive social benefit and assists in the effort to retain the society's cultural integrity and roots in the past. Teachers will have to be relatively highly trained and skilled. it is suggested that a national credentialing body or bodies on which the states have strong representation, establish instructional criteria and that appropriate training resources be developed by an external organization with an understanding of the respective cultural influences.

Recommendation 6: WE RECOMMEND that it be the policy of the national government to encourage the participation and involvement of parents in the school system and that this policy be implemented at the state level according to local needs.

The creation of a national parents' organization similar to the Parent-Teacher Association and others in the U.S., with state and local chapters in all parts of the FSM, is highly recommended. These local boards should be required or encouraged to include community members on their local boards and committees. Such boards may serve either in an advisory capacity or, if a state's situation warrants it, as an actual governing authority with the power, among other things, to hire and fire school personnel under the regulations of the state Department of Education.

Recommendation 7: WE RECOMMEND that it be a policy of the national government to enhance students' knowledge and understanding of world, national, and state citizenship responsibilities.

It is suggested that local, state, national, and world citizenship, history, geography, and other related disciplines be combined into an integrated social studies curriculum. We further suggest that appropriate local or regional experts be retained to assist the national government in creating standards and constructing appropriate instruments for testing student achievement. We also recommend that citizenship education be supplemented with a pledge of national allegiance for elementary school children at the start of every school day. The nation needs to develop capacity for strengthening its citizenship base if it is to survive the struggles that any nation, particularly a developing one, must face.

Recommendation 8: WE RECOMMEND a national policy allowing and supporting, though not officially encouraging, outmigration of FSM young people in pursuit of education and jobs.

The purpose of this policy would be to buy time for the nation's economic development programs to bear sufficient fruit that the nation could begin to absorb its surplus labor. Presenting the potential of outmigration can be included in career-focused counseling and guidance as one of several options for the student to consider. The recommended program should begin to educate students as to the value of private sector jobs and how vocational education can provide many benefits while supporting a realistic career choice. In addition, options for a policy of returning money, or remittance, to one's family and nation should be considered as a way of mediating the negative effects of the inevitable brain drain, while stimulating the local, state, and national economies as well.

This recommendation acknowledges the cultural impact of outmigration but at the same time recognizes that there is a national benefit to making the best of what exists. On balance, its objective benefits seem to outweigh its social costs.

Curriculum

Recommendation 9: WE RECOMMEND that a national vocational education curriculum be established for grades 1-12 focused on both current and projected economic development activities.

The basis of appropriate vocational education opportunities is the economic development plans of the nation and its member states. It is suggested that a major effort be initiated to review the economic development plan, which would in part ensure that the future national effort in vocational education would respond to the FSM's development needs. A FSM employment and training task force should be established, composed of the nation's education, business, and government leadership, to review the economic development plans and projected work force needs. It is further recommended that while the national government sets national standards and criteria for vocational education, the states must be free to implement these guidelines in the most appropriate occupational areas for local economies. A labor force with better levels of vocational skills may have relatively improved the atmosphere for business investment, and improving employment prospects for all citizens.

Recommendation 10: WE RECOMMEND that in conjunction with Recommendation 7, the national Department of Education create a bidding process for the publication of appropriate texts in the social sciences (FSM citizenship, history, and geography).

The history, culture, and social context of the FSM is unique. Few texts exist that adequately capture the essence of life in the FSM, and fewer still present a point of view that would gain the approval of the national government, as this report is proposing. If the people of Micronesia want a unique identity, it must develop its own resources to reinforce it. Beginning to create its own texts is a very basic step in this process. We further recommend that supervision of the writing and editing of these texts be delegated to a task force of social studies educators from across the nation to ensure the accuracy and equity of the material.

School Finance

Recommendation 11: WE RECOMMEND that national leadership request an increase in the amount of funds provided for education in the special block grant, section 221 (b) of the Compact of Free Association.

The United States Congress is aware of the funding problems the FSM faces and may be willing to extend some basic education grants provided in the three-year funding program. While this may be an interim remedy to the problem of finance, it can only be a partial one and cannot help but reinforce the dependency relationship on the United States. Regardless of any extension of chapters 1 and 2, it is recommended that the FSM seek alternative solutions and approaches for increased funding for education. The U.S. may be more receptive to such an initiative if it could be demonstrated that this funding would be used to enhance self-reliance rather than to extend dependency. The entire thrust of this study deals with the issues of identifying priorities, streamlining bureaucracy, and cutting unnecessary costs. The U.S. may be willing to support this process in the sort term in form of increased Compact monies.

It is further recommended that all funds from the U.S. for education, at either current or increased levels, be placed into the special block grant. We further suggest a mandate that 70 percent of these funds be earmarked for education, given the anticipated growth in demand for educational services along with the clear need for the national government and the states to invest in education.

Recommendation 12: WE PROPOSE that a new financial relationship be developed between the FSM national government and the states by combining a block grant funding concept with a more traditional formula-based relationship as a means of disbursing funds for education.

We propose that the national government can most efficiently enforce national standard by providing funds for compliance. Accordingly, if the national government has funds for education from the U.S. or elsewhere, these should be provided to the states in a block grant based on an enrollment formula for one year with the following distribution formula:

- 75 percent of the funds distributed to the states based on school enrollment
- 20 percent for equal distribution between states for planning and program start-up costs
- 5 percent to the national government for operations

Each state would be free to expend the funds according to its own well-developed annual plan, but a second through fifth year of funding would be based on the degree to which it produced results in terms of a plan filed with the national government. In years 2-5, the funding formula would emerge as follows:

- o 75 percent of the funds to the states based on enrollment
- o 20 percent discretionary dollars for equal distribution according to compliance with regard to the state's plan
- o 5 percent for the national government

The national government would be the source of funds for national priorities only. In all other areas, autonomy and control would remain with the state, and an appropriate amount of funds would be extended from the national government without conditions.

Recommendation 13: WE RECOMMEND that state leadership consider enacting legislation for the following revenue programs:

- o Raising rates and fees for such service as utilities, hotel rooms, exit fees, and so forth
- o Establishing an endowment fund for public education to which individuals, agencies, and corporations can donate
- o Establishing a policy that would require using a portion of any future bond issue to create a building fund to maintain or expand educational facilities and provide instructional supplies
- o Imposing a tax for educational funds on foreign firms wishing to make a capital investment in the state as a condition for such investment
- o Imposing an additional tax on foreign corporate investment employing nonresident laborers and dedicating these revenues to vocational education programs designed to eventually replace these foreign workers with local persons

Infrastructure

Recommendation 14: The repair and maintenance of buildings and educational facilities should be formally acknowledged by the states as having the highest immediate priority.

Each state, using national standards, should develop a plan that includes building repair and maintenance and a highly specific strategy for accomplishing it. This is critical because the current general condition of the school facilities across the nation undermines virtually every other objective that the educational system wishes to meet.

It is proposed that each state, with the help of local districts and communities, conduct a wide-sweeping, building-by-building inspection and repair cost estimate. At the same time, it is recommended that each state develop a master plan and maintenance/repair budget. Finally, these budgets would have four levels of estimated support: (1) local in-kind, (2) private sector, (3) state government, and (4) national government performance grants.

Recommendation 15: WE RECOMMEND that each state prepare a carefully studied plan of school consolidation and that any plans for new schools at the elementary or secondary levels be placed temporarily on hold.

Little rationale exists for the number or location of schools, except perhaps as a reflection of their symbolic value to a community. It is not uncommon to see one elementary school only a very short distance from another, while secondary schools may be totally inaccessible. Far more can be done with existing building structures and access to education. The FSM cannot afford the luxury of spreading its resources in this way. It is recommended that each state carefully examine its current system and develop a plan to consolidate its buildings, equipment, support services, and so forth.

Personnel

Recommendation 16: WE RECOMMEND that the FSM government enact legislation requiring teachers to have received at least an associate degree in their fields of specialization within the next five years and encourage achievement of a baccalaureate degree in academic subject areas within a decade.

We recommend that the national government open negotiations with the Universities of Guam and Hawaii along with the College of Micronesia to make it possible for teachers to attain associate degrees within their speciality area. Insofar as the national government will have the responsibility to certify teachers, rewarding the state for compliance with national goals by funding the enhanced training of its teachers is suggested.

Later in the postsecondary education study recommendations, detailed specifications are provided for associate degree programs in the areas of elementary and secondary education and school administration.

Conclusion

It is a cliche in the United States that the cost of education is high, but the cost of its absence in a society is even higher. This is quite true and the condition of education in Micronesia is evidence for this point. Its deprivation, as mentioned before, is not of its own making. However, it has paid a dear price for the foreign domination it has experienced for many, many years. One of the areas of its most severe deprivation has been its inability to help its own people to develop certain levels of basic and vocational skills. Far more damaging has been its inability to instruct Micronesians as to the richness of their history, their legacy as a people, and their courage under very trying conditions. The people of Micronesia have cause to be proud of who they are. They now have not only the opportunity but--even more--the obligation to express that pride in the development of their most powerful natural resource: themselves.

RECOMMENDATIONS

State Level

The study team fully recognized that all or most of the national recommendations offered would, to varying degrees, impact on some aspect of educational operation and improvement in each of the states. Following a review of the national recommendations for elementary, secondary, and postsecondary education by FSM officials, those recommendations were taken to each state for review and discussion. The following summaries reflect the advice and creative ideas offered by representatives of state Department's of Education developed during two- or three-day report review workshops. The state staff developed three types of recommendations and associated implementation strategies. First, they offered recommendations to the national government supporting the national recommendations and the roles that state staff would like to play in their implementation. Second, they offered recommendations that reflect actions needed in their own states in the event that some or all of the national recommendations are accepted and implemented. Third, there were issues or needs within their states that either were not covered or did not receive sufficient emphasis in the national report but that state staff wanted this report to deal with.

The following are but brief overviews of what is contained in much more detail in the national reports for elementary, secondary, and postsecondary education.

Pohnpei

The national report provides detail on twenty-two different recommendations and strategies for possible implementation. The following is a summary.

Educational Governance, Structure, and Leadership

Three recommendations focus on how the national and state educational offices could better collaborate, cooperate, and operate. First, the need for a clearer delineation of the roles, authority, and operational mechanics across these five agencies was expressed, and resolution of this need was called for. There appeared to be confusion on the issue of concurrent national and state educational authority as called for in the constitution of the FSM.

Overall the study reinforced the premise that an educated work force in the FSM is the primary vehicle for improved economic development and self-sufficiency. As a result, it was agreed that the position of education in the national and state governments must be elevated in order to achieve needed improvements and expansion in the state educational systems and to ensure that those systems initially deliver the needed employment-related competencies of citizens and help citizens to keep those competencies current. Recommendations, therefore, support the concept of a national education department with a new organizational structure and individual state departments reorganized in a similar fashion.

Last, the state department was in support of some form of school consolidation, which would bring about both cost and administrative efficiencies as well as improvements in the quality of instruction.

Next, the state was extremely supportive of the issues concerning better hiring practices, increased credentialling standards for teachers and principals and their enforcement, and opportunities at CCM for preservice and inservice education. The issue here is that of giving the state Director of Education needed authority to lead and enforce a range of faculty and staff competency improvement policies and instructional/administrative practice.

Curriculum Standards, Materials, and Instructional Aids

Several recommendations focused both generally on curriculum improvements and specifically on new and expanded efforts in the areas of bilingual/bicultural, vocational education and citizenship. The concerns expressed first centered on the capacity of the FSM's teachers to teach, and its students to use, English as their second language. Parallel to this was a call for new and nationally developed bicultural curriculum materials that would better ensure the preservation of the rich FSM culture through the classroom. Second, it was apparent that the state's vocational education program suffers from a lack of national and state standards, a common curriculum for all occupational fields, and a strategic plan to link what courses should be taught and how many students should take vocational courses to the state's economic development needs. It is strongly recommended that instruction in the concept of work, the dignity of workers, and the need for career planning begin in the first grade and lead students progressively to occupational exploration, occupational choice, and skill training before exiting the public schools. In all cases, it was strongly suggested that relationships should be established with outside specialists, institutions, and commercial publishers to assist in this major effort. The objective here is for the FSM to acquire its own customized curriculum rather than just purchase standard U.S. texts.

A last priority was an increased understanding of what it means to be a Micronesian and the placement of greater value on citizenship on the part of youths and adults was a priority. Citizenship needs to be formally taught and should pervade the instructional curriculum; it should be an integral part of the social studies courses and be infused into the daily life of the student.

Parent and Employer Involvement in Schools

The study data indicated that there was little community participation in the policy-making, delivery, and day-to-day learning environment of schools at any level. It was strongly recommended that several structures be established to bring parents, employers, and community leaders into the schools and gain a renewed sense of pride and ownership in their schools.

There is a call for an active state school board with broad representation and with increased levels of involvement, authority, and responsibility. Equally, a statewide parent organization should be established, focusing on local school and community needs. A wide variety of activities for these parent groups is offered.

Last, a strong challenge should be forwarded to employers in the state to help ensure that teachers are up to date, that equipment is current, and that the skills needed for jobs are being taught systematically. In total, such adult involvement in the elementary and secondary schools will bring high levels of student achievement and teacher motivation and will bring new realism to what is taught and learned and transferability to skills and values needed to succeed in work and family life.

Privatizing Operational Functions of Schools

There was a general sense of concern that public school faculty and staff should concentrate on teaching and learning, whereas most other school operations might better be delivered by the private sector. It was recommended that functions like the feeding program, student transportation, and facility and equipment maintenance be offered to the private sector on the assumption that cost and quality of service are to remain reasonable and acceptable. It was hoped that quality of services would increase and savings could be realized through a series of recommended studies. In tandem with this philosophy, the recommendations call for a wide range of volunteer groups to help increase the quality of school facilities.

Guidance, Counseling, Testing, and Career Planning

It was apparent that few systematic guidance and counseling services are provided to students or parents. Students can go through twelve grades of school with no sense of their interests or aptitudes and no realistic educational or occupational plans. It was recommended that guidance become a priority across all grades and schools, that new staff be assigned to give guidance programs leadership, and that new standards and plans for operational guidance and counseling activity and acceptable student outcomes established immediately. Last, it was established that guidance principles should pervade all facets of school life and reach into the home and workplace in order to help students build a stronger sense of the value of learning, the opportunities for youth achievers, and the many benefits of a productive and self-sufficient worker.

School Finance and Funding Policies

It was agreed that because of reduced outside funding, the large growth in the school-age population, and the need for expensive improvements in the schools, a thoroughreexamination of school finance needs to be conducted. Recommendations were developed that called for the reduction of free student services, the postponement of new construction, and new income-producing strategies related to home owners, employers, guest workers, and foreign investors. In addition, many ideas were advanced on how teams of concerned volunteers could be organized to help maintain the schools, which would reduce spending needs.

Second, it was recommended that monies for education from the national government come in the form of block grants targeted toward needs-based state educational improvement plans. This would allow the state to identify priority needs and determine how monies are to be spent within established standards, but might it call for state matching provisions.

Outmigration of Youth

Given the current situation, in which there are more youths than available jobs, few youths attend high school; where there is little vocational preparation opportunity available, a short-term resolution was considered. While most persons interviewed saw problems in encouraging youth to leave the FSM for training and employment, over 80 percent suggested that outmigration was the last of the problems that face them. It was recommended that an outmigration loan program and remittance system be studied to help encourage youths to gain occupational skills and to become self-sufficient through employment. It was believed that this would be a very positive policy to establish, for the sake of both youth

motivation and the state's economy, and that through loan repayment and financial remittance to the families, it could begin building a more solid skilled manpower base for the FSM to build its economy around.

While these were the major areas of recommendations, others reinforced the need to build a stronger teacher and school principal training and retraining system, to begin having schools accredited, and to adopt a total curriculum customized to the needs of the FSM rather than one borrowed from other countries.

Yap

The national report provides detail on fourteen distinct recommendations and a host of associated implementation strategies; the following is a summary.

Education Governance, Structure and Leadership

The state has been concerned about issues of improved teaching and school leadership for many years and has enhanced its plans by several direct recommendations. In general, the state staff desires improved teacher and principal standards and certification, the means of enforcing them, annual instructional evaluations, and access to better preservice and inservice education for current and future faculty and staff. They stress the need for competency-based education for staff the need and to begin building individual teacher and principal personnel development plans based on individuals' educational experience and job performance.

Additionally, the state reinforces the need for greater clarity of roles, authority, and responsibility between national and state educational governance. In doing so, the state seconds the national recommendations dealing with a restructuring of the national and state structures to give education a more strategic position to bring about the needed program and facility improvements cited in the national report. Last, state staff believe that improved staff hiring, retention, and promotion policies and procedures should be carefully studied and improved. Important here is the state's ability to hire, retain, and reward the best and the brightest in teaching and administrative positions. This is the only way that long-term educational improvement will be achieved.

Community Participation in Education

The issues of an effective school board system at the state and local level, parent groups organized at the local school level, and increased public relations efforts on the part of the entire educational system, are addressed in several recommendations. In essence, the state sees the value in the community having a greater voice and authority in running local schools. Hiring staff, setting priorities on how the budget should be developed, and assuring that facilities are up to standards are but a few of the responsibilities that they feel the community should assume.

One way of effecting a more informed citizenry and establishing a new sense of pride and sense of responsibility for the improvement of education is to develop a broad-based public relations and school promotion effort.

Curriculum and Instruction

While the issues of improved curriculum and curriculum delivery were paramount across most recommendations, three areas were of the highest priority.

Bilingual education needs great attention in terms of national standards, teacher training in the English language, and much improved teaching and student materials. Also, the most important concern is the general attitudes of teachers, principals, and parents concerning bilingual education and their role in helping to bring about the achievement of this high priority. Secondly, it is equally important that all youths continue to use their national language and develop and retain a deep knowledge of their traditions, history, and culture. It is realized that this will not be achieved unless the nation develops its own standards and text materials for history, social studies, and citizenship and achievement of these standards becomes a graduation requirement for all. It is recommended that to be a nation, the FSM should develop its own instructional materials and lessen its dependency on foreign materials.

Vocational education was the third area given priority emphasis by the state. It is realized that the future economic goal of self-sufficiency can only be achieved by a better prepared work force. To that end, the state is committed to a twelve-grade vocational education sequence that would teach work values, options within the world of work, individual planning for job training, employability skills, and occupational competence. Last, it is strongly proposed that the states' employers be enrolled as full partners in this objective and that if necessary, youths be encouraged to gain skills and jobs outside the FSM, on a short-term basis, as part of the strategic plan.

Finance and Funding

The realization that school improvement, curriculum expansion, and increased staff credentials will be expensive but accompanied by decreased funding from the United States caused a call for a reexamination of school finance policy and operations. First, the state is most supportive of the block grant approach to national funding as recommended in the national report. It recommends a thorough rethinking of the funding formula currently used, providing a more equitable base for local schools, transferring a greater obligation of cost to those who are able to pay, and determining the degree to which industry and business should assume greater fiscal responsibility. New fees, taxes, foreign investment contributions, and the establishment of a state education endowment fund are but a few of the ideas forwarded.

School Facilities, Equipment, and Supplies

There was agreement that in order to improve students' attitudes toward school, increase achievement, and improve student retention, the learning environment must be greatly improved. The state's recommendations are directed towards improved building and equipment standards, building finance partnerships to meet these standards, and greater collaborative efforts between public and private schools and agencies.

Second, it was determined that one way of improving schools might be a well-planned school consolidation. Yap is so small in land mass that it cannot afford duplication of facilities and equipment, especially in the high-cost areas of vocational education and some high-level academic subjects.

Teacher and School Principal Certification Improvement

The state is in support of the postsecondary recommendations, especially those that are directed toward increasing the nation's ability to train better its education work force for the 1990s. It is recommended that teachers be trained specifically for their specialties (e.g., math, science, or vocational education), well grounded in teaching methods, and trained in the learning theories for the age level they are to work with. Associated with this is the call for specific majors and degrees to be provided for elementary teachers, high school subject matter teachers, and school principals. This will call for a new set of CCM degree standards, incentives for teachers and principals to go back to school, and a strong commitment to enforcing these new standards when personnel hiring and retention issues arise.

Last, it was suggested that the state look at a range of nontraditional pathways for teachers wanting to enter the field, as well as a range of means for the nation to provide a teacher/principal credentialling board and school accreditation system.

Kosrae

The national report provides detail on ten different recommendations and strategies for possible implementation regarding elementary, secondary, and postsecondary education.

Educational Governance and Administration

Four recommendations focus on how the national and state educational offices could collaborate, communicate, and operate more efficiently. First, a major reorganization of the state Department of Education is called for to provide improved functional linkages and compatibility between the state and national departments. The four divisions within this new structure are (1) instructional services, (2) curriculum and instructional materials development, (3) educational programs facility operations, and (4) vocational education. Tied to this reorganization is the need for an improved flow, quality, and use of information between the state and national departments, as well as within the various units of the total Kosrae state government.

A second emphasis in these recommendations is a call for a higher priority on parental involvement in the day-to-day operation of the schools. A strong call for the formalization of state and local parent advisory committees (PACs) is made. Last, as in all the other FSM states, there is a critical need and call for an increase in higher-priority, higher-quality vocational education program opportunities for both youths and adults. First, it is suggested that vocational education be given department or divisional status and strong leadership, authority, and funding to ensure the adequate delivery and monitoring of all education for employment programs in the state paralled to short- and long-term needs for economic development. Vocational education is defined as the development of values and attitudes concerning work, the systematic exposure and investigation of the work world, and finally the acquisition of employment and employability skills needed to be self-sufficient and productive at work.

Personnel

Two recommendations suggest the highest-priority needs regarding the foundation of any educational improvement effort--its teachers, counselors, and building administrators. In essence, it is suggested that the policies and procedures for personnel hiring, promotion, and termination be overhauled, with overall authority for such matters given to the state Director of Education. Second, once the best are employed, it is suggested that they be monitored on an annual performance contract arrangement to better ensure high-quality performance. This would be supported by the establishment of a school administrator certification system with realistic standards, which will allow for the development of individual professional renewal plans with enforcement authority. Likewise, it is suggested that noncreative teaching faculty undergo a credential review, resulting in professional renewal plans that must be implemented for job retention.

Enrollment approvals, summer inservice training schedules, summer pay for teachers and administrators, and the current free college credit arrangement policies need close study and change. Professional development is an individual responsibility as in other fields, and it is suggested that educators assume some of the fiscal responsibility for obtaining and maintaining their employment credentials.

These recommendations and others are all directed toward a state mandate to increase quickly and then maintain a better-trained cadre of educators, especially in relation to the area of specialty in which they are contracted to function.

Curriculum

Three broad recommendations focus on the strong need to improve and expand the state's standard curriculum. Generally, these recommendations focus specifically on new and expanded efforts in the areas of bilingual/bicultural, vocational education, and citizenship. The concerns expressed first centered on the capacity of the FSM's teachers to teach--and its students to use--English as their second language. Parallel to this was a call for new and nationally developed bicultural curriculum materials that would better ensure the preservation of the rich FSM culture through the classroom. Second, it was apparent that the state's vocational education program suffers from a lack of national and state standards, a common curriculum for all occupational fields, and a strategic plan to

link what courses should be taught and how many students should take vocational courses to the state's economic development needs. It is strongly recommended that instruction in the concept of work, the dignity of workers, and the need for career planning begin in the first grade and lead students progressively to occupational exploration, occupational choice, and skill training before exiting the public schools. It was strongly suggested that relationships be established with outside specialists, institutions, and commercial publishers to assist in this major effort. The objective here is for the FSM to acquire its own customized curriculum.

This will call for a stronger and larger DOE curriculum division, improved policies and procedures for the purchasing and adaptation of non-FSM materials, partnerships with publishers, and incentives for FSM teachers and experts to develop their own local teaching materials. Additionally, it is suggested that the DOE take a leadership role in establishing the nation's bicultural and bilingual materials, conducting curriculum mapping studies, and developing curriculum specific training opportunities and a means of measuring student performance.

School Finance

While the topic of finance is a major and enduring one, the reports emphasize two major areas of improvement. First, priority is given to the development of a high-school-age vocational training and employment loan program. This program would provide needed incentives to ensure that the best training available is accessible and affordable for the citizens of the state, much as it does for college-bound students. It is recommended that the state help those who need such training and/or employment either inside or outside the FSM. Such a program could eventually be financed by the individual's repayment, much as the current student loan program operates.

Second, it is suggested that the DOE study and prepare a five-year strategic resource development plan that takes into account projected short-falls, increased costs, and increased student enrollment. This plan would look at the feasibility of special fees, taxes, budget reallocations, and special corporate assessments, as well as the concept of selling education for employment on a fee/cost basis to both the public and private sectors.

Chuuk

The national report provides detail on fifteen recommendations and a wide variety of practical implementation strategies for each; the following is a summary.

Governance and Administration

In line with the state's support for several of the national recommendations, five specific reinforcing recommendations in this area are offered for Chuuk DOE consideration.

As in the three other states, there is a strong call for a reorganization of education at the state and local level. The state structure should give more priority to curriculum, vocational education, the consolidation of its schools, and increased authority for the hiring, promotion, assignment, and termination of personnel. Improvements in these areas are the foundation for most of the other improvement recommendations being forwarded.

Second, the new state Department of Education needs the advice, involvement, and leadership of the public and private sector; these should be provided through an active state Board of Education. it is suggested that a state board be immediately empowered and that a broad public information program about its potential and importance be implemented. Related to the state board activities, it is recommended that a system of community parent advisory committees be established with broad responsibilities for school involvement.

These two strategies will transfer attitudes of ownership and responsibility to the parents and employers, resulting in better care and support for all aspects of education, especially the care and maintenance of its buildings.

Key to the low high school enrollments, youth unemployment, and the economic growth of the state is the improved capacity of the state to vocationally train its youth and adults. It is recommended that vocational education be given much increased state department authority, resources, and staff. These are needed to ensure that all youth have the opportunity to become employment-literate, understand job opportunities that might exist, and bring new values toward work and to ensure that all education for employment in the state is coordinated and that enrollment equity is attained. This will also demand that the DOE work closer with leaders of the department of planning and economic development.

Last, it is apparent that national ownership of schools detracts from their efficient maintenance and operation. Ownership of school buildings must be more closely aligned with sending households, and one way of achieving this is through state department ownership of both land and buildings.

Infrastructure

Few would deny that the school facilities and grounds are not currently sufficient to promote attendance, high parental value, and student achievement. The current system of school repair and maintenance is not working, and major change must be made immediately. The report offers four hard-hitting recommendations to this end. The first calls for a loud and clear priority commitment on the part of the DOE to improve. Major studies should be conducted, maintenance and repair plans developed, a "Fix the School" campaign designed, and plans for massive parent and employer volunteer programs/teams established and supported.

Second, it is suggested that the private sector may be better equipped to maintain the schools. The DOE should study the advantages of privatizing all parts of the department's maintenance and transportation functions.

Associated with the above suggestion is the recommendation that the state provide matching funds as an incentive for local communities to improve all dimensions of their local building operations. Additionally, as a result of a community-by-community study of repair and maintenance needs, each community should prepare a detailed proposal for improvement of its schools, which the state would take to the national government for one-time improvements. Such a proposal would include local and state funds, cash or in kind, requesting a partial grant to ensure quick and full implementation. Associated with this short-term recommendation is the suggested delay of any new facility construction until existing facilities are up to acceptable standards with sufficient qualified staff, resources, and equipment for its operation.

After all facilities are up to standard, sufficient curriculum and related resources are in place, and staff are qualified for their assignments, then education for employment is the recommended top priority. It is evident that current high school facilities need major improvement and expansion, and with the increased enrollments facing the high school additional construction is needed. The intent here is to improve what is before building new facilities that could put a financial drain on the state's top priority.

Personnel

As is the case throughout the FSM, the issue of personnel qualifications and effectiveness is at the heart of two major recommendations for the DOE.

The intent of the recommendations is to give the DOE full authority and accountability to improve all aspects of their faculty and staff personnel system. The DOE must examine its current policies with the intent to improve its hiring, promotion, salary, incentive, and termination procedures. From this study should come such recommended programs as performance contracts, certification standards, ongoing credential reviews, individualized professional development plans, and inservice programs. Likewise, staff assignments, inservice program enrollments, and means of monitoring teacher and administrator achievement would be improved. Last, the concept of adults paying a share of their career preparation should be considered, and professional associations for staff should be encouraged, which will help maintain a professional image and individual pride in their field of specialty.

In summary, the qualifications of staff are at the heart of any desired or needed educational improvement effort. This will call for new and tougher mandates for teacher and school administrator qualifications. These qualifications must be directed to specific assignments, such as elementary teacher, counselor, math teacher, building principal. The DOE will need to conduct exhaustive staff credential reviews and formulate a reasonable plan to ensure that all nonqualified staff upgrade their credentials if they are to be retained. Eventually, this will demand improvements in the current AA degree requirement, up to at least an associate degree in related specialties. Close working relationships will be needed between the DOE and the Board of Regents to achieve this recommendation.

Curriculum

Second only to qualified staff and a proper teaching/learning environment is the issue of an up-do-date and FSM-relevant curriculum. The DOE is encouraged to fully support national recommendations 7 and 10, which deal with beginning the process of developing or obtaining an FSM curriculum. Much of the expertise for such bilingual, bicultural vocational education career development curriculum development resides in Chuuk. This expertise needs to be made available to help the nation bring about needed curriculum change and development.

It is recommended that increased staff, authority, and resources at the state level be dedicated to curriculum reform. It also suggested that creative arrangements be investigated with non-FSM firms, such as publishers, who are interested in cofinancing such improvement. A range of local teacher incentives should be explored to engage teachers in developed FSM cultural-based teacher and student materials. Last, it is recommended that the printing function of the DOE be privatized to decrease cost and improve quality and timely delivery.

School Finance

While the topic of finance is a major and enduring one, the reports emphasize two major areas of improvement. First, priority is given to the development of a high-school-age vocational training and employment loan program. This program would provide needed incentives to assure that the best training available is accessible and affordable for the citizens of the state, much as it does for college-bound students. It is recommended that the state help those who need such training and/or employment either inside or outside the FSM. Such a program could eventually be financed by the individual's repayment, much as the current student loan program operates.

Second, it is suggested that the DOE study and prepare a five-year strategic resource development plan that takes into account projected short-falls, increased costs, and increased student enrollment. This plan would look at the feasibility of special fees, taxes, budget reallocations, and special corporate assessments, as well as the concept of selling education for employment on a fee/cost basis to both the public and private sectors.

THE POSTSECONDARY STUDY
A SUMMARY

Introduction

This project also contained a special review and study of the postsecondary educational system within the Federated States of Micronesia (FSM). During the study, the issues of the efficiency, accessibility, and effectiveness of the postsecondary system were carefully analyzed, resulting in a variety of recommendations and suggestions for improvement, which are contained in a companion report.

During the course of the study, all the community college campuses and centers for continuing education of (1) the Republic of the Marshall Islands, (2) the Federated States of Micronesia, (3) the Republic of Palau, (4) the University of Guam, (5) the Guam Community College, (6) the University of Hawaii and its community college, (7) the Hawaii-Pacific College, and (8) the Hawaiian-based FSM Liaison Office were visited. During these visits, over 102 people were interviewed, including college administrators (9), teachers (8), students (35), state government officials (9), national government officials (11), members and staff of the Board of Regents (10), off-island educators (12), and others (8). In addition to the community college campuses and the centers for continuing education, other postsecondary programs such as Trade Training and Testing (T3), Job Training Partnership Act (JTPA), the Medical Officers' Training Program, Navy Seabees, and the like in the three nations were also visited.

This report represents the best judgments and creative thinking about the problems facing postsecondary education in the Federated States of Micronesia and their likely solutions. It is based upon the realistic insights of those interviewed and a critical review of relevant research and national data brought together by project staff. This review of the problems and potential of postsecondary education reflects many of the same broad concerns in general elementary and secondary education, and many of the solutions complement those offered in the companion national report and other, earlier reports prepared for the nation. A frank assessment of strengths and weaknesses is made, and recommendations are presented about the role and functions of postsecondary education--recommendations that we believe are in the best interest of the nation as a whole and especially in the interest of its future postsecondary students. We believe that the content of this brief report accurately and objectively conveys the nature of the potential, the problems, and the solutions that were communicated to us.

Findings. The following represents a capsule of the numerous findings in the 55-page postsecondary report. These findings were the base from which the authors prepared recommendations for improvement and expansion:

- o There is an insufficient pool of well-trained manpower needed for the economic growth hoped to be realized by the FSM.
- o The nation's postsecondary system does not currently have the capacity or expansion plans to meet its short- and long-term needs.
- o The three-nation treaty provides an excellent foundation for postsecondary educational improvement but should have a longer-term commitment.
- o The Board of Regents, in principle, is an excellent governing structure, but it must be more aggressive in assuring multiagency coordination and strategic planning; furthermore, its role and purpose must be better understood by all citizens.
- o Little is known nationally about the status, success, and problems of the nation's postsecondary students within the College of Micronesia or elsewhere.
- o The current student financial aid program lacks effective follow-up and provisions for recovery of funds from recipients.
- o A major investment is needed to replace facilities and equipment.
- o There are currently no specific degree programs for teachers or principals at any level needed to meet critical staff training needs across the nation.
- o A large number of students leaving the FSM for postsecondary training could effectively be trained at home at great savings.
- o The nation lacks the facilities, faculty, and financial commitment for needed adult continuing education.
- o Youth and adult basic and vocational skills are below the acceptable level of current and projected private sector employers.
- o Specific job training advances are limited by the lack of labor market projection data.

- The lack of articulation between the high schools, postsecondary institutions, and other training providers promotes duplication and voids in delivery.

- There will be a need for a senior college system with sufficient enrollments by the year 2000.

- Strategic educational planning related to the nation's economic development investments is lacking.

Recommendations--A Summary. The following are the fundamental principles underlying the report's 18 recommendations:

- All post-high school education and training programs and financial resources should be coordinated cooperatively by the Board of Regents and the proposed new Department of Education.

- State-level program, facility, faculty, and equipment articulation plans should be developed at all levels of the public and private sectors.

- The three-nation treaty should be continued, but a longer time commitment is needed to give postsecondary education stability.

- The Board of Regents should more fully exercise its mandate to evaluate its system and cause greater levels of coordination and multiagency strategic planning.

- Future programming is critically needed in the areas of building maintenance, marine industries, business management, entrepreneurship, apprenticeship training, and student services.

- All future financial aid provided to students should be based upon need and ability to achieve and should be tied to student obligations to pay back these investments through service or cash payments.

- A senior college should be planned and should focus initially on a broad-based elementary and secondary teacher and administrator training degree program and secondly on a business management program for both the public and private sector.

- All contracting with non-treaty-based colleges and universities should be carefully coordinated with the Board of Regents to assure quality and match of program level and content.

- A capital improvement fund should be established to pay for the creation of a new, state-of-the-art community college campus, a senior college expansion at branch campuses, and improvements at the Palau and Majuro campuses.

ACKNOWLEDGEMENTS

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Dr. Grossman served as the assistant project director and major author of this national report. He also headed up the data collection, design, and analysis tasks that made this report possible. Dr. Grossman has served in a variety of roles that provided the insights and expertise needed to help lead this study and prepare a blueprint for managing change for educational improvement, at both the elementary and secondary levels, in the Federated States of Micronesia.

In his role at the Center, Dr. Grossman is a research specialist and project director in the areas of research, evaluation, planning, and policy analysis. He has conducted a wide range of research activities, with a special emphasis in state and national educational planning, labor market analysis, apprenticeship training, postsecondary institutional effectiveness, and educational access for special populations. During his tenure with the Center, he has also served as a special assistant to the executive director in the areas of policy, internal communications, operational constituencies, and external representation to various educational and labor communities.

Dr. Grossman has had additional experience in a variety of leadership roles at the Department of Sociology at Arizona State University, the Department of Sociology and Anthropology at Purdue University, the Fetzer Energy Medicine Research Institute, and as a development specialist and research analyst for the Arizona state departments of education and economic security. He currently holds an adjunct professorship in The Ohio State University Department of Agricultural Economics and Rural Sociology and is the President of Ohio's Council on Economic Education.

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Mr. Drier served as the project director for this study and coordinated the data collection, literature review, and report preparation.

Mr. Drier has served in a variety of roles that provided insights and expertise for this study. His employment includes local school teaching, guidance and counseling, and directing an adult vocational education night school and an area vocational education center for both youth and adults. He also served as the state supervisor of vocational guidance within the Wisconsin department of education.

During his eighteen years at The Ohio State University, he has conducted over 200 research and development projects, some of which occurred in the region of Micronesia. Recently, he has concentrated his efforts in the areas of apprenticeship training, counselor training, educational technology, state level evaluations and strategic planning, tests and measurement, and military liaison. Current projects in these areas extend to a range of foreign countries.

Mr. Drier has served as the vice president for guidance on the American Vocational Association Board of Directors and has served as president and as a board member on five other national associations and foundations. He currently serves as president-elect on the National Honor Society for Vocational Education Students and board member of a foundation called Partners for American Vocational Education (PAVE).

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Dr. Starr served as the chief specialist in instrument development, sample design, and computer programming for the project. In addition, he provided expert advice on data analysis and its use within various sections of this report.

During Dr. Starr's twenty years of research and development employment at the Center, he specialized in vocational education planning, evaluation, and educational data systems. State governments and local school districts have been enriched by his expert help in the design and improvement of their planning, needs assessment, priority setting, and resource allocations. Prior to employment at the Center, he served as the Director, Program Evaluation for evaluation and manpower development and training for the New Jersey state Department of Education. The literature is rich with his vast publications on educational improvement; a licensed psychologist, he operates a private practice as well.

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Dr. Vetter served in numerous roles throughout the project period. She assisted in instrumentation design, headed data-collection efforts in the States of Kosrae and Chuuk, and enriched this final report with her professional writing.

Dr. Vetter brought a rich and broad range of experience to the project. During her twenty years of Center employment, she headed over fifty projects in the areas of counseling, psychology, vocational education, equity, Native American education, tests and measurement, and special populations. She has been a leader of national professional associations and has conducted similar projects in several foreign countries.

Roy L. Butler, Research Scientist Emeritus
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Dr. Butler served as a primary data collector, especially in the states of Pohnpei, Yap, and Chuuk. In addition, he provided excellent early project design conceptualization and assisted in the preparation of this national report.

During Dr. Butler's twenty years of research and development leadership at the Center, he has become a nationally and internationally recognized expert in the fields of job and task analysis, training design, curriculum development, labor-management, and apprenticeship training. Much of his work included close working relationships with a wide range of business/industry and organized labor groups. Last, Dr. Butler is well known for his work in the field of secondary vocational education.

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Mr. Tellei served as the FSM field operations director during the three months of data collection. With his excellent experience and knowledge of education in Micronesia, he ably prepared all interview arrangements, scheduled needed briefings, and organized the roles of the team of eight data collectors.

Prior to this project, he has directed a major curriculum project in Chuuk, served as research intern at the Pacific Islands Development Program, East-West Center, Honolulu, conducted resource research at the Western Curriculum Center, and served as a lecturer at the Micronesia Occupational College, Koror, Republic of Palau. His practical experience as a principal of the Ponape Agriculture and Trade School (PATS), Dean of Students of PATS, and Chair and instructor in the Construction Department of PATS and his work as a carpenter in the Republic of Palau assured a culturally sensitive and realistic needs-assessment approach.

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Mr. Solomon, with his vast experience in the FSM, provided the necessary cultural orientation and knowledge in the governance structure, legislation, and the financial operation of education. In addition he helped establish key relationships between the leaders of the FSM and the in-country project staff. His ongoing advice as to protocol, procedures, and problem resolution was of great benefit. Last, he assisted in the preparation of priority issue elements for this report.

Mr. Solomon has eighteen years of government experience in accounting, automated data processing, financial systems, budget process, manpower/organizational analysis, and general government operations. Over half of the time, Mr. Solomon has worked very closely with the U.S. territorial governments and the newly formed, freely associated state governments (formerly the Trust Territory of the Pacific Islands). He was the director of a major program and a lead project manager on a variety of special projects.

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Ms. Cooksey served as the senior education specialist for the project team and worked in the FSM for a three-month period. In addition to working as a member of the in-country team, she served as primary data collector in Yap and Pohnpei and she assisted with the preparation of this national report, including the state report for Yap.

During Ms. Cooksey's twenty-seven years work in public education, she was superintendent of the Alaska Centralized Correspondence Study Program for elementary and secondary students, as well as classroom teachers, and school counselors. While working with the Alaska state department of education she served as State Supervisor of Guidance and Counseling, and Director of Management, Law, and Finance.

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The quality and usefulness of this report and especially its recommendations and suggested methods of improvement reflect the full cooperation of over 100 persons involved in some way in the nation's post-secondary program operation. The authors are indebted to, and are appreciative of each person who gave of his or her time and freely offered his or her perceptions of what postsecondary education is and how it should and could be in the years to come. The following are the names of all the persons interviewed except the thirty-five students who provide a wide range of perceptions. While the students are not listed by name (because we promised not to identify them), they did provide very insightful perceptions of need and interest.

It should be noted that these 102 individuals come from all the key elements within the Federated States of Micronesia and also from the republics and U.S.-based universities and colleges that play a major role in providing postsecondary education to the nation. The names are presented in alphabetical order.

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Awak Elementary School--Principal and Teachers
Ohmine Elementary School--Principal and Teachers
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Sokens-Pah Elementary School--Principal and Teachers
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Wone Elementary School--Principal and Teachers
Lukop Elementary School--Principal and Teachers

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Eot Elementary School--Principal and Teachers
Sino Memorial School--Principal and Teachers
Etten Elementary School--Principal and Teachers
Messa Elementary School--Principal and Teachers
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West Fefan Elementary School --Principal and Teachers
Sapore Elementary School--Principal and Teachers
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Romanum Elementary School--Principal and Teachers
Tsis Elementary School--Principal and Teachers
UFO Elementary School--Principal and Teachers
Uman Elementary School--Principal and Teachers
Kuchu Elementary School--Principal and Teachers
Penieta Elementary School--Principal and Teachers
Malaio Elementary School--Principal and Teachers
Lukunor Elementary School--Principal and Teachers
Oneop Elementary School--Principal and Teachers
Satawan Elementary School--Principal and Teachers
Ta Elementary School--Principal and Teachers
Kuttu Elementary School--Principal and Teachers
Moch Elementary School--Principal and Teachers
Nomwin Elementary School (Hall Islands)--Principal and Teachers
Pattiw Jr. High School--Principal
Mortlocks Jr. High School--Principal and Teachers

KOSRAE

Kosrae State--Governor and Staff
Office of Kosrae State Delegation to the FSM Congress
State Legislature--Key Staff Members
Kosrae State Department of Education--Office of the State Director--Division Chiefs and Key Staff
Kosrae High School--Principal, Teachers, Staff and Students
Lelu Elementary School--Principal and Teachers
Malaem Elementary School--Principal and Teachers
Utwe Elementary School--Principal and Teachers
Walung Elementary School--Principal and Teachers
Seventh-Day Adventist School --Headmaster and Teachers
Community and Church Leaders

YAP

State of Yap--Lt. Governor
Yap State Legislature--Speaker
Yap FSM Congress Office--Senator
Council of Tamol
State Board of Education--President and Members
St. Mary's School--Principal and Teachers
Yap High School--Principal and Teachers
Outer Islands High School--Principal, Teachers, and Staff
Gaanelay Elementary School--Principal and Teachers
Baal Elementary School--Principal and Teachers
Kanifay Elementary School--Principal and Teachers
Falalop (Ulithi) Elementary School --Principal and Teachers
Mogmog Elementary School--Principal and Teachers
Asor Elementary School--Principal and Teachers
JTPA Office--Key Staff

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